

INTEGRATED TRAINING AREA MANAGEMENT
ITAM Learning Module
Army Conservation

Lesson #3: Conservation Program Areas and Regulations



Introduction

In *Lesson 1: Conservation Foundations*, some of the key legislative Acts were described that frame the Army's conservation program. Additionally, Executive Orders and Department of Defense directives amplify these requirements.

Subsequently, each conservation program area is defined by corresponding Army regulations and directives that translate the federal guidance into more specific, action-oriented activities at the installation level. These Army regulations, may be further complemented by Major Command (MACOM), or installation-specific policies and plans.

The Army is directly responsible for complying with all federal statutes pertaining to the protection and preservation of the environment on lands under its jurisdiction. This responsibility includes not only conservation, but also all other environmental areas, such as pollution prevention and compliance. Additionally, the Army is responsible for environmental protection outside the United States in those areas where it conducts activities. The level of protection required is dictated by host nation laws and Final Governing Standards (FGS) negotiated between the U.S. and the host nation. In countries where no or minimum environmental laws exist, the Army is held to a higher standard. *Army Regulation 200-1, Environmental Protection and Enhancement, dated 23 April 1990*, provides the general guidance for all Army activities that may impact the environment, both in the U.S. and abroad.

The National Environmental Policy Act (NEPA), and the supporting Council of Environmental Quality (CEQ) regulations, establish the strategic goals and policies for environmental protection in the United States. The NEPA process requires the systematic examination of possible and probable environmental consequences of implementing a proposed action. Accordingly, all Army decision-making that may have an impact on the environment will follow the letter and spirit of NEPA. NEPA guidance is translated and amplified in *Army Regulation 200-2, Environmental Effects of Army Actions, dated 23 December 1988*. As outlined in NEPA and AR

200-2 a written environmental evaluation and documentation of probable impacts caused by Army activities is required. These usually take the form of Environmental Assessments (EA) or Environmental Impact Statements (EIS).

The types of projects or actions that must be evaluated by the Army for environmental impact, as outlined in AR 200-2, include:

- Policies, regulations, and procedures
- New management and operational concepts and programs
- Projects (facilities, construction, etc.)
- Activities (training, flight operations, etc.)
- Requests for Nuclear Regulatory Commission license
- Materiel development, acquisition, and/or transition
- Research and development in specific scientific areas
- Installation restoration projects under the Superfund Act
- Requests for special use airspace that require Federal Aviation Administration (FAA) approval

The Army goal is to integrate these environmental reviews concurrently with other Army planning and decision-making actions to avoid delays in mission accomplishments.

Within the overall guidelines of AR 200-1 and AR 200-2, the Army's conservation program is outlined in *Army Regulation 200-3, Natural Resources – Land, Forest and Wildlife Management*, dated 28 February 1995. The goals outlined in AR 200-3 are to:

- Manage installation natural resources to provide the optimum environment which sustains the military mission
- Develop, initiate, and maintain progressive programs for land management and utilization
- Maintain, protect, and improve environmental quality, aesthetic values and ecological relationships by –
 - protecting Army real estate investment from depreciation
 - complying with environmental protection and enhancement policies and procedures
 - protecting and improving the natural beauty of the landscape
 - improving the appearance of installations and facilities
 - preventing damage and destruction of valuable natural resources from fire, insects and disease
 - protecting plants and animals and the habitat they depend upon
 - responding to the increasing need for food, fiber, and timber products and outdoor recreational opportunities
 - supporting military missions, especially training and field exercises, in a manner which will best accomplish the mission while protecting the environment
 - protecting environmentally sensitive areas such as floodplains, wetlands, steep slopes, aquifer recharge zones, barrier dunes, riparian zones and natural areas

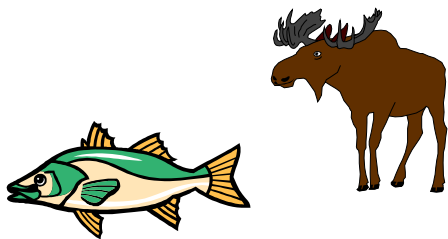
Likewise, the federal mandates that outline cultural resources protection and management, as described in ***Lesson 1: Conservation Foundations***, are translated into specific Army regulations and directives. *AR 200-4, Cultural Resources Management, dated 1 October 1998*, prescribes the Army's policy for managing cultural resources to meet legal compliance requirements and to support the military mission.

The regulations, and their objectives, listed above are interrelated and clearly express the need for integrated planning, management and implementation across the full spectrum of natural resources and cultural resources areas. To better understand the Army's comprehensive conservation program, it is useful to describe the separate program areas that define it. Each program area relates to specific legislation and requirements that are mandated by the federal government. Many of these programs complement each other, and therefore should not be viewed strictly as "stovepipe" functions.

The primary conservation program areas defined within natural and cultural resources management on Army installations that will be discussed in this Lesson are:

- Fish & Wildlife Management
- Threatened & Endangered Species Management
- Forest Management
- Integrated Training Area Management
- Wetlands
- Historical & Archeological Resources
- Outdoor Recreation

Fish and Wildlife Management



The Army's Fish and Wildlife Program includes:

- Fisheries management
- Management of game and non-game species
- Urban wildlife management
- Fish and game law enforcement
- Control of problem animals

The objectives of this program are to:

- Maintain and enhance fish and wildlife resources in a manner consistent with both accepted scientific practices and military mission requirements
- Improve natural surroundings for personnel living and working on the installation
- Enhance public relations and recreational opportunities and stimulate community support for the military presence
- Comply with all state and federal laws that pertain to the management of fish and wildlife resources

As previously discussed in ***Lesson 1: Conservation Foundations***, the Sikes Act places requirements on the Department of Army to carry out a program for planning, managing, maintaining and coordinating fish and wildlife resources on the installation. The Sikes Act requires the Army to coordinate these activities with the Department of Interior, and more explicitly with the U.S. Fish and Wildlife Service, as well as with state and local fish and game agencies. The formal vehicle for this relationship is the Fish and Wildlife Cooperative Plan that is developed in concert with these agencies. The requirements for this Plan, as well as all other fish and wildlife management responsibilities are outlined in Chapter 6, AR 200-3. The Cooperative Plan is considered to be a component part of the Integrated Natural Resources Management Plan (INRMP). The INRMP is a requirement promulgated by the Sikes Act Amendments and will be discussed in more detail in ***Lesson 4: Integrated Natural Resources/Cultural Resources Management Plans*** of this Learning Module.

The suitability and requirement of a military installation for fish and wildlife management is determined by the installation and its associated Major Command (MACOM), after consulting with the Fish and Wildlife Service and the State. Installations are classified under one of two categories:

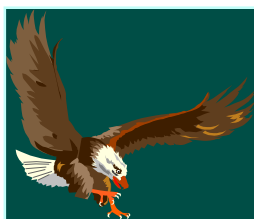
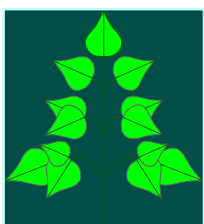
- Category I: installations with adequate acreage of land and water resources suitable for fish and wildlife management. Each Category I installation must maintain an up to date formal Cooperative Plan.
- Category II: installations that lack adequate acreage of land and water resources suitable for fish and wildlife management. Category II installations may develop a limited management plan based upon resources and management objectives.

Hunting, fishing and trapping on Army installations must be conducted in accordance with applicable federal, state, and local laws and regulations. These recreational activities may be permitted by the installation Commander within the current huntable population levels and carrying capacity of specific wildlife habitats. These activities are implemented and enforced through the Conservation staff at the installation. Special permits may be required to individuals for hunting, fishing and trapping on the installation, if they are in possession of the applicable licenses. Fees may be charged for these permits in accordance with appropriated fund regulations. All fees collected through this program must be used on the installation from which

they were collected, for the purposes of protection, conservation and management of fish and wildlife, habitat maintenance, biologist staff fees, or other associated costs.

The emphasis of the Fish and Wildlife Management program at the installation level is placed on the maintenance and restoration of habitat favorable to the production of indigenous fish and wildlife, particularly federally listed species protected under the Endangered Species Act. Habitat management efforts must be undertaken to conserve, protect, and sustain biological diversity; maintain healthy ecosystems, and to restore degraded ecosystems to their historic functions and values.

Threatened and Endangered Species Management



A critical component of the Conservation program is to inventory and document the location of various species on the installation to include thorough inventories of plants, fish, wildlife and habitat types. Scientifically accepted methodologies should be used in the conduct of these inventories, with specific emphasis on identifying the locations of listed, proposed, and candidate species in accordance with the Endangered Species Act. Chapter 11, AR 200-3, prescribes how Army installations will implement the provisions of the Endangered Species Act.

Installations are required to prepare Endangered Species Management Plans (ESMP). Generally, the Conservation/Natural Resources personnel within the Directorate of Public Works (see Lesson 2), will prepare the ESMP in coordination with the Directorate of Plans, Training and Mobilization (DPTM). Throughout this process the Fish & Wildlife Service and State wildlife agencies provide information and consultation. These agencies must also provide formal approval of the final ESMP.

The informal and formal consultation requirements are a major underpinning of the ESA and its implementation on installations. Installations are required to review all activities at the earliest opportunity to determine whether any action may affect listed species or critical habitat. They must consult with the Fish & Wildlife Service or National Marine Fisheries Service on any action that is likely to jeopardize the continued existence of any proposed species or result in the destruction or adverse modification of proposed critical habitat. A formal consultation results in the issuance of a biological opinion by the FWS or NMFS to the Army. Unless formally changed through further consultation with these agencies, the Army must comply with the reasonable and prudent alternatives and measures outlined in the opinion.

Forest Management



Forest ecosystems perform important natural resource functions. Department of Army policy concerning forested lands is to maintain them on an ecosystem basis, with both consumptive and non-consumptive activities allowed. These activities must be conducted consistent with the protection and maintenance of a viable, self-sustaining forest ecosystem. Activities and policies related to installation management of forested resources are outlined in Chapter 5, AR 200-3.

Specific objectives of the Army's program in forest management are to:

- Maintain an integrated and ecologically sound forest management program tailored to mission needs
- Maintain forest health, biodiversity and sustainability
- Make forest management activities compatible with plans to manage land, outdoor recreation areas and wildlife
- Practice professional standards of silviculture based on scientifically proven methods for managed timber species
- Incorporate ecosystem management practices into forest management activities

The Defense Appropriations Act of 1961 provided authority for the Army to conduct timber management programs for revenue generating purposes, consistent with other federal regulations and mission requirements. The Army is authorized to retain timber-sale receipts from the sale of forest products on its installations, as long as these revenues are directly returned to support forest management activities. Such activities include timber management, reforestation, tactical island and tactical corridor plantings, timber stand improvement, inventories, fire protection, construction of access roads, purchase of forestry equipment and supplies, disease control, and timber marking. Additionally, the State in which an installation resides is entitled to forty percent of the revenues for the expressed use of improvements to public schools and roads.

An important component of the forest management program is the inventory of forest resources at the installation level. Volume inventories of forest stands must be made and kept current to provide for sustained production of forest products. Such inventories provide the basis for determining timber harvest availability. An Environmental Assessment (EA), in accordance with NEPA (see Lesson 1), is normally required for commercial timber sales and harvests. Additionally, a separate forest management plan, consistent with the Integrated Natural Resources Management Plan (see Lesson 4), must be prepared.

Integrated Training Area Management



One of the guiding principles of Army training is to conduct training in accordance with doctrinal standards and under realistic combat conditions. Integrated Training Area Management (ITAM) is a key part of the Army's commitment toward realistic training areas. The goal of ITAM is to create a cooperative atmosphere between the military trainers and environmental staff at the installation. The Army Deputy Chief of Staff, Operations and Training (ODSCOPS), is the proponent for the ITAM program. The implementation of the program, therefore, flows through the respective Major Command (MACOM) Operations and Training staffs to the installation-level Directorate of Plans, Training and Mobilization (DPTM). The ITAM strategy was published by ODSCOPS in 1995 (<http://www.army-itam.com/strategy.pdf>). The responsibilities for the program from Headquarters, Department of the Army to the installation level are promulgated in *AR 350-4, Integrated Training Area and Management, dated 8 May 1998* (http://www.army-itam.com/publications/AR350_4.pdf).

The purpose of the Army's ITAM program is to achieve optimum sustainable use of training lands by implementing a uniform program that includes:

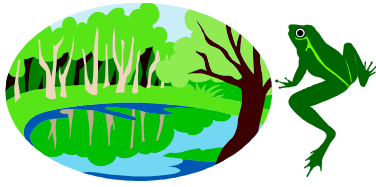
- Land Condition – Trend Analysis (LCTA): Inventorying and monitoring of land conditions
- Training Requirements Integration (TRI): Integrating training requirements with carrying capacity
- Environmental Awareness (EA): Educating land users to conduct their activities in a way that minimizes adverse impacts
- Land Rehabilitation and Maintenance (LRAM): Providing for land rehabilitation and maintenance of high use, high value and disturbed areas

Guidelines for the implementation of the ITAM Program are outlined in the ITAM “How-To” Manual, dated February 1999 (<http://www.army-itam.com/publications/HowTo.pdf>).

The ITAM Program is closely linked to the Operational Readiness (OPRED), Range and Training Land Program (RTLTP), Real Property and Master Planning Program (RPMP), and Conservation Program. ITAM programs should be staffed with natural resources management professionals as needed to develop and maintain training and testing lands in a condition that will support realistic military activities. Conservation professionals provide the needed scientific expertise to assist training and testing personnel in accomplishing the ITAM goals.

ITAM program goals and objectives should be closely coordinated and integrated with the installation Integrated Natural Resources Management Plan (INRMP) and Cultural Resources Management Plan (CRMP), as discussed in ***Lesson 4: Integrated Natural Resources/Cultural Resources Management Plans***.

Wetlands



Wetlands consist of marshes, swamps, bogs and similar areas that are valuable aquatic resources in improving water quality, reducing flood and storm damage, providing fish and wildlife habitat, and supporting various recreational activities. Coastal wetlands are found near oceans and estuarine areas and are characterized by varying levels of saline content. These areas include mud flats, sand flats, marshes and mangrove swamps. Inland wetlands are common near flood plains of streams and rivers, in isolated depressions, or along the margins of lakes and ponds.

Wetland resources are protected under the Clean Water Act, as described in ***Lesson 1: Conservation Foundations***. Section 404 permits, are issued by the Army Corps of Engineers for authorized activities in wetland areas on Army installations. Under Executive Order, federal agencies, to include the Army, are required to support a net goal of 100,000-acre net gain of wetlands.

An important component of wetlands conservation is the delineation, inventory and classification of wetlands within the installation. Conservation staffs provide the expertise, in cooperation with other federal and state agencies, to undertake these responsibilities. Planning-level surveys of the installation, in conjunction with wetland surveys performed by the U.S. Fish & Wildlife Service, provide useful information on the locations and composition of these resources.

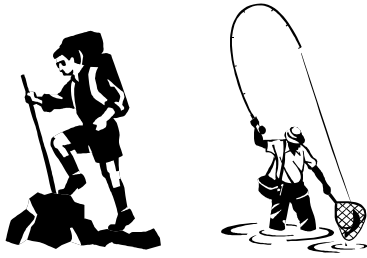
Historical and Archeological Resources



Army installations and facilities are rich in cultural resources such as archeological sites and historic buildings. As discussed in ***Lesson 1: Conservation Foundations***, there are numerous federal laws which require protection, inventory, and in some cases, repatriation of these resources. AR 200-4 promulgates Army policy for managing cultural resources to meet legal compliance requirements and to support the military mission. The objectives of this program are to:

- Comply with Section 106 of the National Historic Preservation Act
- Develop an Integrated Cultural Resources Management Plan (CRMP) to locate, inventory, evaluate, and manage cultural resources (See ***Lesson 4: Integrated Natural Resources/Cultural Resources Management Plans***)
- Complete planning level surveys of significant resources
- Enforce the protection of archeological resources under the Archeological Resources Protection Act
- Implement the Native American Graves Protection and Repatriation Act
- Protect and afford access to Indian sacred sites in accordance with the American Indian Religious Freedom Act and Executive Order 13007
- Establish government-to-government relationships with federally recognized tribes

In accordance with AR 200-4, each installation must designate a Cultural Resource Manager (CRM) to coordinate the cultural resources management program. This individual is most likely a member of the installation's conservation staff.



Outdoor Recreation

Many Army installations provide unique natural settings that are desirable for outdoor recreation by installation personnel and the general public. Whenever practicable, Army lands with suitable natural resources will be managed to accommodate these recreational activities, which may include hunting, fishing, trapping, hiking, camping, biking and off-road vehicle use. Public access on these lands is required by law, subject to safety and mission requirements. User fees may be collected to recover the expenses of managing these lands for recreation.

The installation Outdoor Recreation Plan is the responsibility of the Director of Personnel and Community Activities (DPCA). However, this plan must be closely coordinated with installation conservation staffs, who provide the scientific expertise concerning biological management of game species, carrying capacity of lands, and assessment of impacts. The Outdoor Recreation Plan, similar to other natural resource planning, should be closely coordinated with the installation Integrated Natural Resources Management Plan, Cultural Resources Management Plan, and Master Plan.